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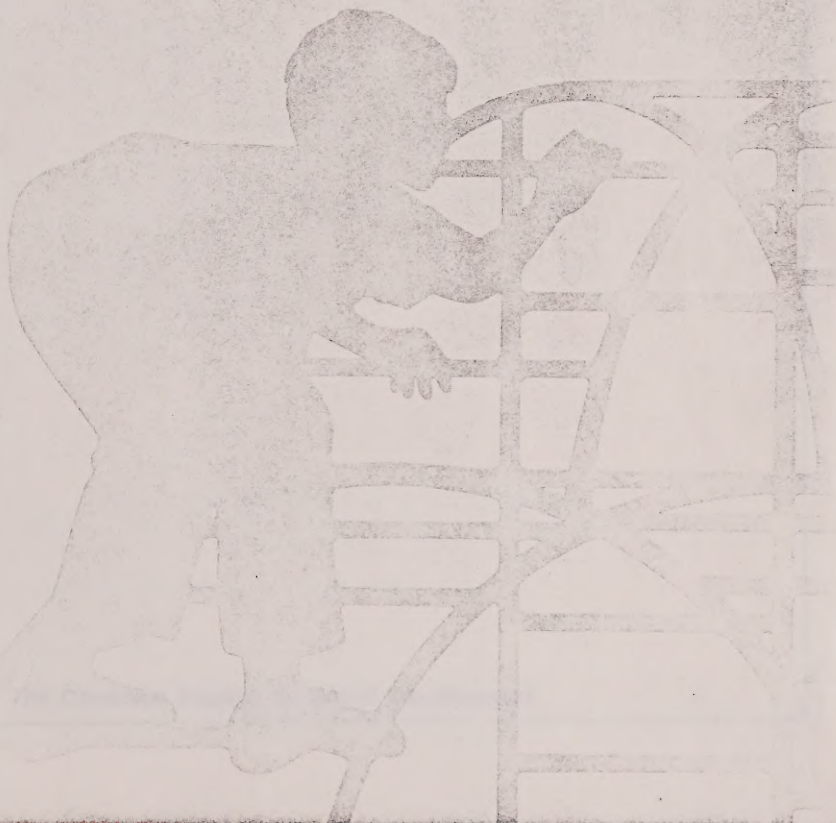
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Government
Publications

growing · learning · caring

National Guidelines for the
Development of Day Care
Services for Children

The Canadian Council
on Social Development



Background studies on day care
(See pag 81)



Day Care

Growing • Learning • Caring

National Guidelines for the Development
of Day Care Services for Children

The Canadian Council on Social Development

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Preface

This project was funded by Health and Welfare Canada, under the Welfare Grants Directorate. The Committee on Day Care Standards of the Canadian Council on Social Development, which is responsible for this statement, gratefully acknowledges the assistance of the department.

The Committee wishes to thank the many individuals and associations who submitted briefs and position papers for consideration.

The Canadian Paediatric Society was particularly helpful in relation to the guidelines on health standards, and the Dominion Fire Commissioner's office gave useful advice on the fire and building safety guidelines.

The Committee is indebted to the United States Office of Child Development and the Office of Economic Opportunity for their document *Models for Day Care Licensing* (Health, Education and Welfare Department approval pending) which was an excellent source of information.

The advice of persons in a wide variety of fields was sought in formulating this statement.

A series of two-day regional workshops were held to which day care personnel, parents, educators and interested citizens in the community were invited. Workshop organizers and participants were very helpful.

As background material for these workshops, six working papers were prepared and distributed to the participants before the meetings took place. The authors of the working papers are:

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CHILD CARE SERVICES:
CONSIDERATIONS FOR PLANNING
THE PHYSICAL ENVIRONMENT

PROGRAM DEVELOPMENT
IN DAY CARE

Terminology

For the purposes of this statement, **day care** is defined as an organized service for the care of children away from their homes during some part of the day when circumstances call for care in the home to be supplemented.

Family day care refers to the supervised* care of not more than five children under 14 years of age in a private residence (other than the home of the majority of them) for a continuous period not exceeding 24 hours. All other home arrangements are referred to as **private neighborhood day care arrangements**.

Day care centre is defined as a specifically designed place (other than the children's own home) usually serving more than five children up to 14 years of age for part or all of the day and for a continuous period not exceeding 24 hours. It may be a building designed specially for day care or a multi-purpose building such as a church or community centre which has specifically designated — but not necessarily exclusive — day care space.

Infant day care, after-school care and other forms of part-time care can therefore be offered in the context of a day care centre, or a family day care home, depending on the number of children in care.

* This refers to the supervision of the family day care provider by an agency, municipality or other government authority

Summary

1. Personnel

The presence of enough competent day care personnel is vital to the development of adequate care. These persons must be in good health (guideline 2); competent to perform the duties and tasks listed in their job outlines (guidelines 13, 25, 26, 30, 31, 36); and certified as being qualified according to personal experience and formal training (guidelines 27, 28). Persons working with handicapped children need special skills and knowledge (guidelines 7, 8); they must be familiar with and follow policies on health (guidelines 1, 3, 4, 9, 10) and safety (guidelines 20, 24) that affect the children's well-being. They must also be sensitive to concepts of mental health (guideline 13) and ethnic identity (guideline 34) as these are important determinants of the child's social and emotional well-being. Adequate training opportunities (guideline 29) should be developed to encourage the upgrading of personnel. In addition, personnel policies should be formulated to reduce the possibilities of misunderstanding among staff and ensure comprehensive personnel planning (guideline 32). Finally, there should be enough personnel to achieve the day care objectives (guidelines 15, 20, 21, 35).

2. Program Development

The effectiveness of a day care program is determined to a large extent by the competence of the people responsible for its development. Programs should be designed to support all dimensions of the child's development (guidelines 13, 36, 37, 38, 39); special attention should be paid to the program objectives and to the integration of children with physical, emotional or mental handicaps (guidelines 7, 40) with other children.

3. The Physical Environment

The day care service should be in a place that is safe (guidelines 14, 15, 16, 17, 18, 19, 20), clean (guideline 24) and stimulating (guidelines 43, 44). It should be designed to meet the needs of the children and family (guidelines 42, 43, 45) and provide a comfortable environment for the day care personnel (guideline 23). It should also be spacious enough for program activities to take place (guidelines 22, 43).

4. Parent Participation and Community Involvement

Day care is a service to children and their families. Parents are primarily responsible for their children's care and, as such, they should work closely with the day care personnel in developing over-all day care objectives and specific policies related to them (guidelines 1, 4, 7, 9, 10, 12, 16); developing programs (guideline 39); and identifying (at the provincial level) regulatory structures to ensure quality and the implementation of minimum standards (guideline 47). The location of the day care service should be easily accessible to parents (guideline 42).

Community-based day care services will only become a reality if the initial planning takes into account the significance of their location (guideline 42), integration into the network

of community health and social services (guidelines 4, 5, 10), and maximum use of community volunteers and resource persons (guideline 33). Community representatives should also be included in the decision-making process at the highest levels of policy control and regulation of standards (guideline 47).

5. Infant Day Care

Infant day care, whether provided in a centre or in family day care, entails specific attention to the child's health, nutrition (guidelines 6, 12) and safety from environmental hazards (guideline 15). There must be enough personnel to ensure that consistent attention is paid to the children (guideline 21, 35, 38) and that they have enough space to live in and explore their environment (guideline 22).

6. Family Day Care

The development of adequate family day care will be influenced by the same combination of factors that produce good day care in any setting. The day care provider must be competent (guidelines 30, 31, 36 and explanations) and should offer the service in a safe, clean, stimulating environment (guidelines 14, 16, 18, 19). There is a limit to the number of children one provider can care for (guideline 35) and providers should be adequately paid (guideline 32 and explanation). Opportunities should be developed for the in-service training for them (guideline 29). Attempts should be made to organize a network of family day care homes, coordinated and supervised by a child care authority. Family day care services should be licensed (guideline 46); however, the licensing unit should pay special attention to developing standards of performance in line for these services (guideline 48).

7. Day Care in Rural and/or Isolated Communities

Rural and/or isolated communities should not be denied good care for their children simply because of geographical location. It will be particularly important to develop high levels of community and professional resource-sharing in rural and/or isolated regions (guideline 5). The need for competent personnel is as critical in these areas as it is in large, urban settings. Such personnel should be able to choose from a number of educational alternatives (including correspondence courses) in achieving the competence they need. In-service training will likely emerge as an essential choice (guideline 29) because other possibilities, such as enrolment in early childhood programs in faraway colleges or universities, do not usually represent a real option for residents of these communities. Also, regulations about the place where care is to be provided should reflect local fire and safety standards (guideline 49).

8. Children with Special Needs

Children with special needs should be given every opportunity to participate in regular day care services (guideline 7), and when the degree of the disability makes this impossible, other facilities should be developed (guideline 8). Program development must take into account the particular learning styles and needs of all children (guideline 40) and the personnel must be sufficiently knowledgeable and understanding to give them proper care (guideline 7). The place in which they receive care should provide optimum safety from environmental hazards (guideline 15) and be designed to promote independence and integration (guideline 45).

9. Provincial Day Care Structures

Governments can facilitate or obstruct the development of day care depending on the legislation they enact and the structures they create to administer it. A consolidated act at the provincial level (guideline 50 and explanation) would assure a cohesive approach to

day care; a single government unit responsible for administering such legislation and representative of all government departments concerned (guideline 51) should be established. The systematic and official inclusion of a broad cross-section of the community on day care boards (guideline 47) would ensure that both the legislation and its administration would be monitored and updated as required in line with society's changing values, practices and needs in the area of child-rearing and child support services.

It is not sufficient to formulate and legislate adequate standards: they must be implemented. Efficient, integrated departmental structures (guideline 19, 46, 48) with enough competent staff (guideline 52) are needed. Increasingly, day care personnel and parents should assume some responsibility in monitoring these services (guideline 39, 41).

10. The Administration of the Day Care Facility

Each day care service should have an internally cohesive and comprehensive approach to administration (guideline 53). The support of an adequate, efficient administration enables day care personnel to concentrate on providing service to children and their families.

Quick Reference to the Day Care Guidelines, by Subject

ADMINISTRATION AND LEGISLATION: Guidelines 50-53.

CHILDREN WITH SPECIAL NEEDS: Guidelines 7, 8, 15, 40, 45.

FAMILY DAY CARE: Guidelines 16, 29, 30, 31, 32, 35, 36, 46, 48.

HEALTH:

Medical: Guidelines 1-8.

Dental: Guideline 9.

Nutritional: Guidelines 10-12.

Mental: Guideline 13.

INFANT DAY CARE: Guidelines 6, 12, 15, 21, 22, 35, 38.

LICENSING: Guidelines 46-49, 54.

PERSONNEL:

Primary: Guidelines 2, 13, 30, 36.

Support: Guidelines 2, 13, 31, 36.

Policies: Guideline 32.

Ratios: Guidelines 15, 20, 21, 35.

Training of and Qualifications: Guidelines 29-31.

PHYSICAL ENVIRONMENT:

Fire and Safety: Guidelines 24, 14-19.

Quality: Guidelines 43 and 44.

Space and Location: Guidelines 22, 23, 42.

PROGRAM DEVELOPMENT: Guidelines 36-39.

Introduction

For a variety of reasons that have been documented elsewhere and with which most people are familiar, the expressed need for day care services in Canada has increased significantly over the past few years as has the number of children enrolled in such services.¹ The development of day care in this country has been shaped by the same combination of forces that has moulded our social service network, with all the diversity of approach, resources and ideology intrinsic to such a pluralistic system.

As a result of this development, we are now faced with a situation in which day care services are offered under the auspices of private non-profit, profit, public, and cooperative enterprises. There are full-day, part-time, after-four and "drop-in" services located in specifically designed day care centres, family day care homes, converted church basements, schools, etc., depending on the preferences of parents, which part of the country they live in and, quite often, on their financial resources. Many people will maintain that such an approach to day care is both positive and inevitable in a heterogeneous society. While the prevalence of some types of day care services will undoubtedly decrease or increase as a result of changing social policies, there will probably always be as many kinds of child care as there are different socio-cultural patterns and values in Canada. As a nation we are committed to a policy of multiculturalism: our services must reflect that objective.

The Canadian Council on Social Development's Committee on Day Care Standards values the multifaceted expansion of day care services because it increases the range of choices available to parents and families. Choice is the key to comprehensive day care planning. Standards blocking the development of alternatives available to support parents in caring properly for their children would be doing a great disservice to Canadian families. The will and resources to create the best child-rearing environments is a social policy objective that deserves the highest priority among our national goals.

A diversity of service is important to maintain since it allows for and contributes to the over-all purpose of day care: to provide families with a service that will promote the well-being and development of children by meeting their needs for physical, social, emotional and intellectual growth. Because this objective can be interpreted and achieved in such a variety of ways depending on the family and the community's lifestyle and value system, a broad range of day care services should be encouraged.

Whatever the reason a child is enrolled in day care, and whatever the scope of service afforded, the child's well-being and development must remain the basis of concern for those responsible for initiating, maintaining, and monitoring such services. For example, a parent may wish to enrol a child in a day care program to enrich the experiences he gains

¹ See Canadian Council on Social Development, *Day Care, Report of a National Study* (Ottawa, 1972); and Canada Department of National Health and Welfare, National Day Care Information Centre, *Canadian Day Care Survey* (Ottawa, 1972)

in the family; or the parent may intend to get a job. But such reasons are of no consequence in terms of the responsibility of the day care service toward the child and family.

The emergence of organized day care as an increasingly sought after social service raises the question of who is ultimately responsible for child-rearing in this society. Our society has always stressed parental responsibility for bringing up children, at least until the age of five or six, when the school system takes over many of the family's educational and socializing functions. Will the expansion of day care services result in the downward extension of the education system, with parents transferring to day care staff the responsibility for socializing and educating children? The Committee is firmly convinced that such a development would be detrimental. Usually parents are the first and only adults committed to a permanent relationship with their child. A parent is, therefore, in a unique position to assure continuity and quality of experience in a child's life. A day care service that exists as if parents do not, neglects an essential part of the children's lives and cannot possibly understand them fully or perceptively enough to identify and meet their individual needs at all levels of development.

At the same time, day care staff usually become significant adults to the children; the children get to know and rely on them. In some cases, especially when children are enrolled in full daytime care, the staff spend more time with them during their waking hours than do their parents. The influence of staff on the children's development is inevitable, if only because of the amount of time they spend with children, not to mention the quality of experiences that can be nurtured in such an environment. The day care staff can provide the parent with a great deal of valuable insight into, and information on, his child's unique development. It is, therefore, essential for parents and staff to share responsibility for the well-being of children in their care.

For these reasons, the Committee concludes that it is vital for a parent/staff relationship to be initiated, developed and maintained if the day care facility is to provide an adequate service. Staff and parents can exchange information, share tasks and participate in decision-making in a number of ways, all of which will contribute to the integration of the children's experiences while providing direction and support for their growth.

Just as day care staff and parents have complementary roles to play in the children's lives, society, through its elected representatives, has a responsibility to children in day care.² It has long been accepted that society has a right and a responsibility to intervene in a child's life if the parents are unable or unwilling to provide for his well-being.

The underlying assumption is that the adults in a society are accountable to children and must protect them until they can speak for themselves and be responsible for their own decisions. It is also one of the government's responsibilities to provide adequate opportunities for the fullest development of every child. On the basis of this principle, government has sometimes acted to protect children from parents or other persons who would exploit their vulnerability and helplessness.

In so far as day care is concerned, the Committee considers that government has two specific responsibilities, one to the child and one to the parent. It must protect the child from persons who would abuse him for mercenary purposes or subject him to living conditions not generally tolerable or considered adequate by adults. Second, government must

² In Canada, day care is primarily under provincial jurisdiction; the municipal and federal governments are usually called upon to support provincial initiatives in this area.

support the family, providing parents with child care services as needed. The state must accept the influence it has had on the development of the present socioeconomic system, a system that makes it quite difficult for many Canadian families to provide for the well-being of their children without the traditional supports (such as the extended family, smaller or more integrated communities), that the parent used to rely on. It is, therefore, incumbent on the state to meet the new demands it has helped create.

In attempting to develop these needed support services, day care should be regarded as only one of many as yet underdeveloped options. The Committee does not believe that day care is the panacea some hope it to be. Emerging social trends such as the four-day week, new patterns of employment, and the recent government proposal³ to provide a guaranteed annual income to certain groups of people in our society, are all working to determine the kinds of services that should be developed to meet children's needs. Other kinds of social policies must be studied, such as policies geared to freeing one or the other parent from the market economy for a time while the children are young. Such policies would help create a range of alternatives in child care support services that would be most beneficial to children and their families.

It is against this background of shifting socioeconomic trends within the context of a multicultural society that child support services, and day care in particular, will be discussed in the following pages. The latest estimates indicate that approximately 20,000 Canadian children are now using licensed day care services. It is for these children, for their parents and for people developing day care services that our guidelines have been formulated. The Committee hopes they will be useful to parents who want to know what they can expect from and what they should look for in day care services for their children; to day care staff who are constantly searching for new and better ways of helping children; and to civil servants and politicians at all levels of government who are responsible for aiding the development of such services to children through funding, research, and planning.

We have chosen to focus on day care standards by formulating a series of general guidelines, followed by specific reasons for proposing them. We have tried to avoid the dangers of considering specific, detailed standards covering every aspect of day care. This approach was rejected for two reasons. First, while the importance of early childhood development is undisputed, there is no conclusive evidence, from experience or inquiry, that any one specific pattern of child-rearing is significantly better than any other pattern in terms of each child's over-all needs and unique growth and developmental process. It therefore seems inappropriate and premature to propose specific, national standards that might inhibit continuing innovation and change in group child-rearing, by limiting opportunities for new avenues to be explored and encouraged.

Second, the Committee is very conscious of the fact that the development of organized day care services is in its formative stages in some parts of the country, while it has existed for some time in other regions. The radically different environments in which day care is being offered, from province to province, city to city, and urban to rural communities, require a highly flexible, responsive approach to standards.

The suggested guidelines, if incorporated into provincial and regional standards on day care, would guarantee all children in day care services in Canada a basic, minimum level of service that could then expand differently from region to region according to local resources, priorities and community need.

³ Canada, *Working Paper on Social Security in Canada* (Ottawa, 1973)

Chapter One:

Guidelines for the Physical Well-being and Development of Children

I — HEALTH CARE

It is essential — although not sufficient — for all day care facilities to develop health policies that will initiate, protect, maintain and improve the over-all health and development of day care children and staff. These health policies, to be effective, must reflect the essential role of parents and staff in providing adequate health resources for the children, and involve both parents and staff in their formulation and implementation.

The dimensions of adequate health care are broad and overlapping, especially in so far as health is defined as "a state of complete physical, mental and social well-being, and not merely the absence of disease or infirmity." (From the Constitution, World Health Organization, 1946)

The responsibility of the day care service as the primary or secondary health care giver will, of course, depend on the specific situations and needs of the children and families using the facility. The important point is that both staff and parents must work together to identify and provide for the children's health needs so as to achieve the final objective: the children's physical well-being and development.

In the following pages, guidelines for the development of health policies will be subdivided into four interrelated parts: medical, dental, nutritional and mental health care.

These guidelines are equally applicable to day care services offered in centres or in the family day care context.

A. Medical Care

GUIDELINE 1

All day care services should develop written admission health policies which specify the respective roles and responsibilities of staff and parents for the health care of the children while they are using the day care service. The specific policies will, of course, vary from community to community and should include provisions for the following:

- a procedure for maintaining medical records for each child, including the name of the physician responsible for primary health care if this is not to be delivered by the centre itself or other community resources.*
- a procedure for ensuring a medical examination for each child prior to, or at the time of, admission.*
- a procedure for treating sick children.*
- a procedure for immunizing the child, as recommended by the immunization policy statement of the Canadian Paediatric Society.*
- a procedure for administering appropriate skin tuberculin testing for staff and*

children in high-risk populations.

— a procedure for dealing with emergency medical crises that occur while the child is at the day care facility.

— a written plan for initiating, encouraging and maintaining the needed level of cooperation and consultation between day care staff and parents.

Explanation:

Written health policies discussed with parents prior to, or at the moment of, registering their children in the day care facility will tend to reinforce the notion that the child's health must be considered in the context of his family and the larger community in which he lives, by drawing on the various family and community health resources (i.e. local public health unit, nearest hospital, family physician, etc.) to meet the child's needs. Explicit policies will also reduce the possibility of future misunderstandings and gaps in health service.

During a crisis, or even in day-to-day health routines, it is important that actions taken regarding the child's health be reinforced by the full understanding and cooperation of parents and staff. The limitations within which health care can or should be given at the day care facility can also be more easily recognized with the help of written policies.

The medical examination, immunization shots and skin tuberculin testing are minimum medical precautions to reduce the danger of communicable diseases in group settings.

Unfortunately, physicians sometimes limit their comments on the children's medical records to a general "stamp of good health." We have therefore included in the Appendix a list of health items that parents and/or staff should be aware of and, if necessary, discuss with the health consultant as part of the general assessment of the child's health.

GUIDELINE 2

All day care staff should be required to produce some kind of medical evidence attesting to their good health and lack of communicable diseases, as a qualification for working in a day care facility. They should produce evidence of a yearly medical check-up thereafter. The same medical requirements apply to volunteers and parents working on a regular basis with the children.

Explanation:

Adults working with children have to be in good physical health just to "keep up with" them. Also, they should be checked for respiratory problems and other communicable diseases in the same way, and for the same reasons, as children in the day care service should. The requirement of "good health" need not automatically exclude adults with certain kinds of physical handicaps as long as the corresponding adult-child ratio is considered in the light of the particular health problem involved. It would be pointless to waive evidence of good health in the case of regular volunteers while requiring it for full-time staff, as the children and staff will be in constant contact with these volunteers.

GUIDELINE 3

Whenever possible, the day care service should, with the assistance of qualified consultants, maintain an ongoing program geared to the early identification of health problems. Specific areas of testing should include vision, hearing, speech articulation screening, developmental and nutritional assessments.

Explanation:

Certain kinds of physical problems (such as visual and hearing defects), if identified early enough, can be treated so that when the child reaches school age, these potential learning

obstacles are under control and need not present any particular problems for the child at school. On the other hand, if the child needs or will need special attention, early identification of the problem short-circuits the long and often frustrating detection process at the elementary school level. It is an unfortunate fact that many children with "behavior problems" ("will never listen," "does not pay attention," etc.) actually have undetected physical defects (for example, partial deafness or blindness) which result in what the staff sees as "problem" behavior. (For example, the staff has to repeat something three or four times to get the child's attention.) Early identification of health defects would reduce the possibility of children being considered "behavior problems" and focus attention where it belongs — on treatment of the physical problem.

GUIDELINE 4

All day care facilities should have health consultation services formally attached to the program, with a health consultant working on a full-time, part-time, shared or voluntary basis, according to the size and needs of the facility. Such a consultant would be responsible for working with staff and parents on:

- *Adequate admission health policies.*
- *Procedures for emergency care.*
- *Procedures for in-service staff training in such areas as first aid, observation of illness symptoms, accident prevention.*
- *Developing adequate day-to-day health procedures for working with the children and their families.*
- *Procedures for full use of all community health resources.*
- *A procedure for making parents aware of the health needs of young children.*

Explanation:

Until such a time as all staff working in day care services have received, as part of their training, an adequate briefing on how to cope with the health component of day care services, it will be essential to ensure formal health consultation as an intrinsic part of such services. This would reduce the possibility of wide health gaps in services to children at a time in their lives when physical growth and development are of paramount importance. Health consultants may include pediatricians, nurses, public health nurses and inspectors, family physicians, and nutritionists/dieticians.

GUIDELINE 5

In rural and/or isolated areas, the range of health services and consultation should be provided by a mobile, interdisciplinary team of health consultants available on a regular basis.

Explanation:

In rural and/or isolated areas inhabited by a low-density, scattered population, it is unrealistic and perhaps unnecessary for each settlement to have its own health resources. Such areas should, however, have access to a team of mobile health consultants, available regularly. The functions of such a team would include: in-service health training for the day care staff, the provision of health services (immunization shots, dental care, etc.), and consultation services.

GUIDELINE 6

Day care facilities serving infants⁴ should comply with preceding guidelines and, in addition, written procedures should be developed for dealing with aspects of health care that are specific to the needs of infants. Such policies should include:

- Type of feeding and procedure for feeding.*
- Plans for the provision of adequate changes of clothing and care of diapers.*
- Plans for bathing an infant and cleaning soiled bed linen.*
- Special hygienic procedures in the nursery.*

Explanation:

Infants have very special health needs. The vulnerability of infants aged 2 to 8 months to infection and disease makes it essential for the day care service to be particularly conscious of ways of identifying and controlling such infections and diseases.

GUIDELINE 7

The participation of exceptional children (children with special physical, mental, emotional health needs) in regular day care services should be encouraged. The staff should learn to recognize these children and be trained to work with them. The staff should also, in consultation with the parents, establish contacts with professional associations, organizations and individuals who have resources to contribute to the well-being of these children. Staff ratios should be increased if the numbers of exceptional children and/or the degree of their handicap make extra attention desirable.

Explanation:

The most important point to remember about children with special physical, mental or emotional needs is that they have the basic characteristics and needs of "normal" children, plus special needs related to their particular handicaps. Their need to play with other children and their ability to learn and develop by imitating other children are strong reasons for including them in day care services with "normal" children. According to the Celdic Report,⁵ 10 to 15 per cent of Canadian children need some kind of special, educational, social or medical assistance. We know that facilities for these children are underdeveloped. The integration of such facilities into regular day care services is helpful to children with special needs; this also has the important effect of introducing all children to the values of acceptance of others, helpfulness, and tolerance of differences among people — values which can best be learned at such a young age through direct day-to-day contact with others. Children with special needs should be integrated into regular day care services to the extent that the staff feel they can adequately care for all the children involved.

GUIDELINE 8

Severely handicapped children have some needs that cannot always be met through most regular day care services: they often need specific physical facilities and specially trained staff. Unless the appropriate facilities and staff are available in regular day care services, these children should have their own day care services, specifically geared to their needs.

⁴ The word "infant" is used here in a functional sense to describe children who cannot yet walk on their own. Chronologically, the term usually applies to children up to 18 months of age.

⁵ The Commission on Emotional and Learning Disorders in Children, *One Million Children* (Toronto, 1970)

Explanation:

Children with severe handicaps (for example, children who are severely mentally retarded or who have multiple handicaps) can, under certain conditions, be integrated into day care services geared to "normal" children and those with less severe handicaps. Such integration must occur early (preferably before age 3) and the staff must be knowledgeable about this special role. Additional services (speech therapy, physiotherapy, social services) are usually required and, ideally, should be brought to the specific centre by travelling teams.

If such organization is possible, the severely handicapped can be successfully integrated in community-based day care programs. Failing early integration and/or the availability of special services to such children, it will be necessary to develop special facilities for them, as Ontario recently has done.⁶

B. Dental Care**GUIDELINE 9**

All day care services should develop, in consultation with parents, a comprehensive dental health plan for the children. Such a plan should include:

- A specific policy for good oral hygiene education and practice, including brushing teeth.*
- The use of fluoride in water systems.*
- Early and regular dental treatment.*
- Proper nutrition.*

Explanation:

Dental defects are the most prevalent of all health defects in children. In this country, two out of every three five-year-olds have already had tooth decay. The Canadian Dental Association says that the average child starting school has more than five important baby teeth decayed.

Baby teeth are important and studies have shown that the future health and lining up of permanent teeth may rest largely on the care of baby teeth right up to the normal shedding time.

Brushing and rinsing teeth immediately after eating is extremely important. The decay-producing action of sweet foods on teeth is rapid, so unless the brushing is done within 10 minutes after eating such foods, it will not be effective in preventing decay.

The habit of brushing teeth after every meal is an extremely important preventive measure that should be recognized in all day care services. While it can be a messy, time-consuming task for staff to help small children brush their teeth (and is, therefore, often dismissed as impractical), acquiring the habit of brushing teeth is vital to good dental health.

Certain kinds of food (such as soft drinks and especially sweet, sticky foods) add nothing to a good diet and are the main cause of tooth decay. On the other hand, raw fruit and crisp raw vegetables help keep teeth clean, and the gums healthy.

Water with fluoride added is now used in more than 400 communities in Canada. Fluoridation maintained at 1-2 mg/l (1.2 ppm) has been endorsed by such groups as the Canadian Dental Association, the Canadian Medical Association, the Canadian Public

⁶ Information on the Ontario facilities for severely handicapped children may be obtained from the Day Nurseries Branch, Ministry of Community and Social Services, Hepburn Block, Toronto, Ontario

Health Association and the World Health Organization. Evidence suggests that people have less tooth decay if their drinking water contains fluoride. Day care services should check with local health authorities on fluoridation in their communities.

C. Nutritional Care

GUIDELINE 10

Day care services used by children on a full-day basis (eight to 10 hours a day) should develop, in consultation with parents and professionally qualified dietitians or nutritionists and as an integral part of the health program, a nutritional guide to ensure the provision of food that is adequate in quantity and quality to supplement food served at home in meeting the total nutritional needs of the child. Such a guide should:

- Be drawn up and maintained in accordance with the Dietary Standard for Canada (1968) nutrient recommendations for children.*
- Recognize and provide for specific variations in cultural dietary patterns.*
- Provide for approximately 60 per cent of the children's daily recommended dietary requirements at the day care facility.*

Explanation:

One of the most vital health responsibilities which must be assumed by child care services is the day-to-day assurance of dietary adequacy. We now have convincing evidence of the intimate link between nutrition and dental health, nutrition and physical growth and development, as well as more recent studies on the interdependence of nutrition and the emotional and mental development of children. The importance of adequate nutrition for preschool children is paramount: without it, children cannot take full advantage of the many developmental opportunities offered them. We know that too often the seemingly cheapest foods, as well as the most publicized, are of questionable nutritional value.

Nutrition is a curious blend of common sense and careful science. The acquisition of good food habits is as natural as the acquisition of bad food habits: both depend on the environment and choice of food available to the child. Day care staff should make every effort to introduce children to the value of nutritious food, thereby supporting parents' efforts to do the same. Sixty per cent of the child's daily recommended dietary requirements could normally be met by serving one nutritious meal a day (hot or cold) and morning and afternoon snacks of milk, nuts, popcorn, cheese, vegetables, whole grain cereals, meat, eggs or unsweetened fruits, instead of food with a higher sugar content (e.g. cake, candy, bread and jam).⁷

GUIDELINE 11

For children remaining in a day care facility for only four hours, at least one-third of the recommended dietary allowance should be provided.

Explanation:

For an average three-year-old child, one-third of his recommended dietary allowance would be met by serving a nutritious snack of, say, a glass of milk and a piece of cheese or one hard-boiled egg and a glass of vitamin fortified apple juice.

⁷ For specific information on daily nutrient requirements, see Canada. Department of National Health and Welfare. *Canada Food Guide* (Ottawa, 1969).

GUIDELINE 12

For infants still on bottle feeding, formulas and time schedules must be consistent with physicians' prescriptions and parents' instructions. Infants should never be left feeding with the bottle merely propped up on a pillow or holder. There should be enough staff to ensure that the infant will always be fed by the same adult.

Explanation:

Staffing should be adequate so that each infant receives the personal attention and physical contact he needs. Also, infants should be held during bottle feeding in order to minimize air swallowing and the danger of choking.

D. Mental Health Care

GUIDELINE 13

Day care services should provide a physical and social environment that will support the child's total personality needs. Programs and staff should enhance the child's self-concept, his self-confidence, his sense of identity, his value within the family and among his peers and adult friends.

Explanation:

Health care should involve attention to all aspects of the child's health, taking into account the fact that each child has a unique, over-all pattern of growth and development based on his physical, social and mental well-being.

The cost of mental illness is very high in human terms. While notions of mental health and mental illness tend to be vague and ill-defined, we do know that certain attitudes acquired early in life can significantly influence the ability of people to function in society. A positive self-concept and a sense of identity are generally accepted as two such fundamental attitudes.

The potential of a day care service, considered in this context, is important and essential in so far as it can support parents in their attempts to provide the children with the kind of programs and staff that will seek to reinforce and maintain these values and attitudes.

II — FIRE AND BUILDING SAFETY

One of the primary objectives of day care is to provide for the physical protection, well-being and development of children using these services. In the preceding pages, attention was given to health guidelines as they relate to that objective. The following pages focus on guidelines related to fire and building safety, an essential dimension of the environment as it affects the children's physical well-being and protection.

Fire and building safety standards should be preventive, their primary objective being to eliminate the risk of fire in day care facilities. It is sometimes suggested that fire regulations in some parts of the country seem unreasonable both in terms of their overly cautious preventive nature and the expense required to meet the standards. While the Canadian Council on Social Development's Committee on Day Care Standards recognizes the limited financial resources of the vast majority of day care services, we cannot, of course, accept inferior or inadequate fire and building regulations, even temporarily because of insufficient funds. Monies must be found to meet reasonable and comprehensive regulations.

On the other hand, we are conscious of the fact that many, if not all, municipalities and provinces are applying fire regulations designed for a range of public buildings; because of

this broad coverage, certain regulations seem inappropriate to day care facilities. Fire and building regulations designed specifically for day care are needed. In our opinion, such an initiative would be a desirable and positive step toward ensuring adequate protection to children and staff. The 1970 edition of the National Building Code, and the National Fire Code of Canada 1963,⁸ list the basic fire and building safety standards that apply to day care facilities in new buildings. These codes specify ventilation, lighting, heating, cooling and wiring standards as well as construction design, building material and fire safety equipment. Day care facilities are considered in both codes under: GROUP B — Division 2 — occupancies in which persons because of age, mental or physical limitations require special care or treatment. The codes were prepared by the National Research Council as a service to the municipal, provincial and federal governments of Canada. They have not been adopted by all municipalities and provinces.

The following guidelines highlight fire and safety considerations that should apply to old and new buildings in which there are day care facilities, as well as to family day care (when indicated in the guideline).

GUIDELINE 14

The location of the day care facility — whether it be a day care centre or family day care — should be considered in the light of the fact that ease of exit and rescue operations become more and more difficult as the building's height increases from the ground floor.

Explanation:

While the first objective of fire and building standards is to eliminate the risk of fire and danger, ease and speed of evacuation in case of emergency could be identified as a second objective. The use of basement floors and floors above the ground floor are, therefore, inherently more hazardous, since the possibility of entrapment is greater. However, all floors can be made relatively safe from fire if, above and beyond regular fire safety equipment, they have a minimum of two exits. In the case of highrise day care facilities, the building must also meet the requirements of the National Building Code 1970, which stipulates that refuge areas must be provided above or below such a facility.

GUIDELINE 15

In day care facilities serving infants, handicapped children and other disabled individuals, adequate safety standards should include a ratio of adults to children such that all occupants can quickly be evacuated.

Explanation:

Obviously, physically incapacitated children as well as those with certain kinds of handicaps would have to rely more heavily on the staff in case of an emergency than would children who can make their own way to safety, all other things being equal. The specific ratio of adults to children needed in all cases is impossible to define, as many variables would combine to determine it. A specific evacuation safety plan including drills and fire safety training should be developed in all day care facilities; such a plan would provide a good indication of staff requirements to ensure the safe evacuation of all.

⁸ The National Research Council's Associate Committee on National Fire Codes is undertaking a major review of the National Fire regulations for day care facilities.

GUIDELINE 16

In the case of family day care homes, and in rural and/or isolated areas, local community fire and building standards should be enforced.

Explanation:

One of the advantages of family day care is its location in the neighborhood and therefore its convenience, for a variety of reasons, for both children and their families. If, as is sometimes the case, the home is not as safe from fire in terms of building material and design as it should perhaps be, it might none the less be acceptably safe if rapid evacuation of the occupants could be ensured. The requirement of two exits per floor, however, is absolutely essential and should never be waived as it is the only way of ensuring rapid evacuation. Family day care homes should have a fire extinguisher in the kitchen, well out of the reach of children.

GUIDELINE 17

Flammable material (cleaning fluids, matches, etc.), medical supplies and poisonous substances (cleaning material such as drain cleaners, floor polishes, etc.) should be labelled and stored in designated facilities inaccessible to children.

GUIDELINE 18

All day care services should ensure that their indoor and outdoor premises are free from avoidable hazards to the child's safety. This would include:

- A system for garbage disposal.*
- The installation or insulation of heating and electrical elements in such a way that children cannot come in contact with them.*
- Natural or fenced barriers to protect children from unsafe outside areas.*

Explanation:

The safety and supervision of children in day care centres as well as family day care homes will tend to be more effectively ensured if the environment is free from potential sources of injury to the children. Anyone who has worked with children knows that anything can be a potential source of injury to a determined four-year-old! Accidents can and do happen, even in the best of circumstances. However, there are certain obvious hazards that can and should be avoided by, for example, insulating hot water pipes, making sure that painted surfaces are free of toxic materials, and ensuring that stairs, ramps and balconies are safe.

GUIDELINE 19

All day care services should be inspected at least four times a year, including once prior to and as a condition of acquiring a licence, by persons qualified and authorized to enforce the fire and building safety regulations. These same persons, or others similarly qualified, should be available to provide advice and consultation on an ongoing basis to the day care facility, both during the building of the physical plant and once the day care service is completely operational.

Explanation:

Building and fire safety standards cannot be complied with once and then forgotten. Keeping fire and safety equipment operable, eliminating hazards as they appear, and meeting changes in the environment are all ongoing responsibilities that must be met in a systematic way. Contact with fire and building inspectors and consultants can provide an important and stimulating experience for children and be integrated into their day-to-day

learning experiences. Attendance records should be kept as instant references in case of evacuation.

III — STAFF, SPACE, EQUIPMENT AND THE PHYSICAL WELL-BEING OF CHILDREN

Staff, space and equipment are important determinants of the over-all objective of day care: providing a service designed to foster the growth and development of children by promoting their physical, emotional, social and intellectual well-being. In this section, the Committee examines staff, space and equipment exclusively in relation to their influence on a child's physical development. This section cannot be considered separately from Chapter Two which examines the same elements — staff, space and equipment — in terms of their essential value to the child's social, emotional and intellectual growth needs. It will be necessary to combine guidelines in both sections in order to reflect on any of these in a comprehensive manner.

GUIDELINE 20

In all day care services there should be sufficient staff to meet the physical well-being and development of the children. This would involve enough staff:

- To evacuate all children quickly and safely in an emergency.*
- To care for a child in case of a sudden illness without neglecting the other children's supervision.*
- To protect the children from physical harm.*
- To help children eat and dress.*
- To respond quickly to an active child about to hurt himself.*
- To provide continuous supervision.*

For these reasons, there should be at least two adults in a day care centre at all times. In family day care homes, there should be no more than two infants among those children being cared for by a single adult. In family day care homes and in "drop-in" care, there should be some provision to assure the availability of one additional adult on short notice.

Explanation:

All children require individual attention to meet their physical needs at various times during the day. A substantial amount of individual staff time is necessary for helping children (especially infants and children with handicaps) undress, eat and go to the toilet.

In some cases, all adults directly involved in the day care service can be counted on as staff resources to help maintain the children's physical well-being; for example, in an emergency evacuation, the head teacher as well as the cook and the janitor can be depended on to get the children to safety. However neither the director nor the janitor would necessarily do such tasks as routine feeding and cleaning. Required staff/child ratios would have to be calculated accordingly. As a general rule, experience indicates that infants and children with handicaps need more time with staff than other children in order to maintain their physical well-being. Specific ratios will be suggested in Chapter Two.

Some planning is usually required to assure the availability of an additional adult on short notice in a family day care home or in a "drop-in" day care service. A list of potential emergency volunteers, as well as a direct link with local volunteer bureaus and other community resources would be useful.

GUIDELINE 21

Day care facilities serving infants must provide staff of such quality and in sufficient numbers to ensure that the infants will receive regular physical contact with warm, understanding adults.

Explanation:

There is a growing body of convincing evidence that, to grow and develop physically, all children, especially infants, must have regular physical and emotional contact with another human being. This points, of course, to the realization that a child's physical and emotional development cannot be separated as though one were independent of the other. The cleanest, most sanitary, spacious, fireproof, nutrition-conscious day care facility in Canada will not suffice to promote an infant's physical well-being; he thrives on physical contact. This, then, becomes an indispensable component in any plan designed to meet the physical requisites for his growth and development.

GUIDELINE 22

The quality and quantity of space available in a day care service must be sufficient to meet the child's physical development needs. These include protection against physical harm from the environment; regular eating, sleeping and toilet habits; and exercise to promote large and small muscle development. In order to respond to the child's physical well-being, a day care service must include sufficient space for him to:

- *Dress and undress.*
- *Eat and sleep.*
- *Wash and go to the toilet.*
- *Play indoors and outdoors, alone and in a group.*
- *Rest quietly in case of sudden illness or fatigue.*

Based on these needs and in terms of indoor space, 35 square feet per child of usable activity space is considered to be the absolute minimum per child enrolled in a full-time day care service. Infants require a minimum of 50 square feet per child as the crib is considered part of the usable space. For outdoor space, 75 square feet per child should be considered a minimum.

Explanation:

What constitutes "sufficient" space for children using day care services has never been satisfactorily defined, nor is there conclusive scientific evidence on optimum individual space requirements. While the question of required footage is intimately linked to program objectives as well as to maximum usage of space available, the Committee is none the less convinced that, based on available knowledge from experience and inquiry, a basic minimum amount of space per child should be guaranteed. No full-time day care services should fall below this, regardless of how effectively the space is used or what its specific program objectives entail.

Adults in this country are protected from having to live and work in overcrowded, inadequate spaces. The Treasury Board, for example, has issued guidelines to all federal departments to the effect that federal employees should have a minimum of 60 square feet per adult to work in.

There seems to be some kind of pervasive implicit assumption that the smaller a human being is, the less space he needs to carry out his daily activities. This is a highly questionable assumption, to say the least. Children are particularly active human beings, as

parents can readily testify! This, combined with the fact that, in day care, children are normally confined to a specific indoor environment for the major part of the day, requires that they have the space needed to play, sleep, eat, and so on, without always bumping into one another for lack of adequate room.

Thirty-five square feet per child is really quite a small space: it corresponds to the space occupied by a double bed . . . a couch and coffee table . . . a desk and chair. The Committee considers that 40 square feet per child would be a much more desirable space and one which day care should gradually work toward.

GUIDELINE 23

Day care services should provide sufficient space and equipment for the personnel to work comfortably and relax as required.

Explanation:

In attempting to provide a physical environment suitable for children, people sometimes forget that a number of adults also spend a major portion of their working hours in the same place. There is no need for staff and other adults to have to sit uncomfortably and precariously on the edge of child-sized chairs, nor any advantage to doing this. Neither is it particularly useful for staff to develop feelings of self-sacrifice in so doing. It is much more uncomfortable to cuddle a child while sitting on a tiny chair than to hold him securely on your lap, relaxed in an adult rocker or couch.

It has also been found useful in most facilities to have a relaxing room apart from the children, where the staff can take a break from time to time during the eight-hour day. Such equipment and space would go far to maintain the staff's mental health and renew their energy.

GUIDELINE 24

All day care services should develop a comprehensive procedure, to be examined on request, to demonstrate that the equipment used is maintained so as to protect the children's health and safety.

- *Kitchen equipment should include adequate clean-up facilities, maintained in good order and properly and regularly cleaned by a specific person.*
- *Outdoor equipment should be sturdy, free from rough edges, maintained in good order and cleaned regularly according to need by a specific person.*
- *All painted surfaces of equipment should be free of toxic materials, such as lead paint.*
- *Toilet and lavatory facilities should be connected to the public sewers or, where there are no sewers, a private sewage disposal system, approved by the local health authorities, should be installed; such facilities should be maintained in good order and regularly cleaned by a specific person.*
- *Laundry equipment should not be used while the children are in care, unless these facilities are inaccessible to them.*
- *Cots and other sleeping equipment used by the children should be sturdy and maintained in good order. Sheets, blankets, pillow cases, etc., should be cleaned regularly by a specific person.*
- *Toys should be made of non-toxic material, free of sharp edges and cleaned as necessary by a specific person.*

Explanation:

An environment where the premises and equipment are maintained with a view to reducing the possibility of health and safety hazards to children demonstrates a preventive approach to safety and a high regard for "positive health." It is easier, cheaper and usually more effective to prevent than to cure.

IV — CONCLUSION

Day care standards must reflect an over-all concern and understanding of the interdependence of children's needs, along all dimensions of their development.

A single-minded preoccupation with an exclusive aspect of a child's development is as short-sighted and inappropriate as a laissez-faire attitude until the child reaches "the age of reason." Between these two extremes, a number of approaches to child development exist. All of them recognize the complexity of development, but each approach emphasizes a particular combination of priorities, according to firmly rooted value systems. Some parents and staff emphasize the importance of the child's physical development through a program geared to recreational and physical activities, without eliminating his other emotional and social needs. On the other hand, a different group of adults may tend to give priority to cognitive learning, without neglecting the children's physical development.

Our national cultural heritage includes a variety of accepted patterns of child rearing, which are equally valued from community to community. These differences are rooted in value systems, each of which gives priority to a different set of aspirations. Day care services must respect these value differences and accommodate them in their programs.

The value of a total preoccupation with the physical safety of a child to the extent that all possible safety risks are eliminated from the day care facility by maintaining a bare, antiseptic environment, is self-defeating. The child must be safe, yes. But, at the same time, he must not be exposed to the kind of sterile environment that will blunt his learning capabilities and crush his sense of curiosity as well as his opportunities to explore the world around him. This interdependence of needs often poses serious dilemmas in terms of day care services. For example, let us consider the case of parents who want their children to learn certain homemaker skills in the day care service. For the children, this could mean working in the kitchen, baking cookies. It is possible this activity has more of a risk factor than another activity, such as painting or reading. Should baking cookies be discouraged because the children will be near hot stoves, utensils, etc., and therefore this is risky? This is where the notion of "balanced risk" comes into play. On one hand you have a potential learning experience for children and on the other, a potential risk.

In the Committee's opinion such a question can be resolved by recognizing both points of view and making a decision about the value of the activity and degree of risk involved. If the activity is highly valued and the risk can be contained (i.e. by ensuring an adequate staff/child ratio for that particular activity, putting sharp utensils out of the children's reach, etc.) an accommodation can be made whereby the activity becomes both worthwhile and relatively safe.

Adventure playgrounds also illustrate the notion of "balanced risk." Some parents would prefer giving their children the opportunity to explore trees, tunnels, ladders, etc. (recognizing that they might fall and hurt themselves), rather than deprive them of this because of the risk of accidents. Again, value priorities have to be established. If the activity

is considered important to learning, and the risk can be contained, the result will be a stimulating and safe activity.

The question then remains of what, for a day care service, is an acceptable risk. This is a very complex question, going beyond day care into the broader areas of parental rights and society's accountability to children.

The guidelines proposed by this Committee on the physical well-being of children were formulated taking into consideration the fact that physical growth is one essential part of child development that must be assessed in relation to other developmental processes occurring in the child at the same time. The Committee does not consider the guidelines to be so stringent as to represent unreasonable obstacles to the development of day care facilities. On the other hand, the Committee feels that it is essential to give to children as much protection from hazards as possible. The suggested guidelines are broad enough to be interpreted flexibly in the community and comprehensive enough to ensure that the resulting diversity of approaches will not jeopardize the basic physical needs of the children in day care.

Chapter Two:

Guidelines for the Social, Emotional and Intellectual Development of Children

I — PERSONNEL

As we extend our perspective from a focus on guidelines related to physical well-being, and attempt to encompass guidelines that bear on the social, emotional and intellectual growth and development of children in day care, three factors in particular stand out as primary influences on the development process: personnel, program development and the physical environment. Two other important points relative to the well-being of the children in a day care facility will be dealt with in Chapter Three under the headings of *administration* and *legislation* — areas not as peripheral as one might initially suspect.

The question of personnel looms large as one of the most critical issues. It is also one of the most controversial, contentious and unresolved points with which day care is currently struggling.

The Canadian Council on Social Development's Committee on Day Care Standards proposed, in Chapter One, certain guidelines related to health standards that should be maintained by day care personnel. They were relatively straightforward. On the other hand, personnel training, educational background, personal and professional qualifications, salaries and ratio of adults to children are all topics being heatedly debated wherever day care services are, or are about to be, operating. One indication of how young the day care field still is in Canada and what growing pains it is suffering from is the fact that widespread disagreement and confusion exist from one area to another, even in such matters as what day care personnel should be called. Are they teachers? Child care workers? Caretakers or caregivers? The absence of an accepted terminology for referring to day care personnel is significant. It emphasizes the different approaches and philosophies of child rearing that characterize day care services, as well as the confusion, at times, with regard to the functions of the personnel and the nature of their relationship to children in their care. The lack of a common terminology to describe the people who work in day care is a problem that will undoubtedly be resolved as the field grows and acquires a frame of reference and experience that will help clarify the roles and relationships of people involved.

It is reasonable to assume that the pervasiveness of our national multicultural environment will be reflected by the adoption of a number of regional terms for day care personnel, each one reflecting a different approach to child development. While this would complicate communication at the national level, it need not represent a major drawback as long as all terminology used is clearly defined in writing and available on request. This would allow for the possibility of establishing equivalent terms as well as a basis for sharing knowledge without requiring a standardization of definitions which might, in turn, lead to a standardization of services.

In this statement, a functional description of divisions of labor, based on the day care staff's direct contact with children will be used. Specific terms can be incorporated into this framework.

- *Day care personnel refers to all adults working in a day care facility.*
- *Primary staff refers to persons who spend more than 50 per cent of their time directly with the children.*
- *Support staff refers to persons who spend more than 50 per cent of their time doing administrative or other work related to the day care facility. The term support staff includes administrative staff (e.g. the director) as well as consultants (such as the attached social worker or health consultant) and the maintenance staff (e.g. the janitor).*

A day care director, for example, may be considered primary staff (usually if the facility is small and the administrative tasks do not take up a major proportion of his time) or support staff (usually in a large facility where administrative responsibilities are almost full time).

GUIDELINE 25

All day care personnel should have specific job outlines which would provide a framework for their particular input within the context of the objectives and philosophy of the day care service.

Explanation:

Job outlines describing the channels of authority, responsibility and accountability within the day care service as well as the lines of communication and cooperation within the service itself, and between it and outside community resources, will reduce misunderstandings and dissatisfaction among staff that can detract from their attention to the children's needs. Job outlines also make it easier to identify the competence required.

Periodic reviews of job outlines are essential for systematic and integrated change within the facility to keep it responsive to the needs of the children and families it serves.

GUIDELINE 26

All day care personnel should be competent to undertake the functions described in their job outlines.

Explanation:

Competence has been defined as "the quality or state of being functionally adequate or of having sufficient knowledge, judgment, skill or strength for a particular duty."⁹ While it may seem trite to say that day care personnel should be competent, this requirement has not always been taken into account in hiring personnel. There are a variety of reasons for this, including an implicit belief by a large number of people that the duties of day care personnel require only common sense and a love of children.

Common sense and a love of children are indeed essential personal attributes, but they are usually insufficient to ensure adequate and knowledgeable service to children in day care.

The specific duties and responsibilities of each person working in a day care service have to be explicitly stated, and the corresponding skills and knowledge required to carry out the

⁹ Webster's Third New International Dictionary (Springfield, Mass.: G. & C. Merriam, 1961), p. 463

functions identified, before the competence approach can be effectively used. This would help to dispel the notion that anybody can work in day care as well as the equally extreme position that only specialists with doctorates in early childhood development can guarantee quality service.

GUIDELINE 27

In assessing competence, one should recognize individuals who have acquired skills and knowledge through formal, educational channels (university, training school, community college, etc.) as well as those who have achieved an acceptable level of competence through informal, unstructured learning opportunities where personal experience in day care has been of a direct, service-oriented nature.

Explanation:

People learn in many ways. Circumstances differ from region to region and this reality, along with personal choice, combines to create a variety of official and unofficial places of learning, all of which may (but do not necessarily) lead to a person's acquiring the competence to function effectively in day care. No potential learning situation should be dismissed as insufficient simply because it does not conform to conventional approaches to education. No person should be automatically rejected as incompetent simply because his areas of competence have not been acquired or recognized through the regular education channels.

Neither a degree in early childhood development nor many years of personal experience in day care necessarily guarantee competence.

Every person interested in working in day care should be expected to produce evidence of competence regardless of how the level of competence was reached.

GUIDELINE 28

Specific procedures for determining the competence of potential personnel should be developed, and these procedures should be referred to and followed as required.

1. Graduates of recognized early childhood development programs featuring compulsory, supervised field experience should be considered eligible for positions as primary staff, on presentation of their certificate, diploma or degree.

2. Graduates of recognized early childhood development programs featuring compulsory, supervised field experience who have, in addition, experience working in a day care service for a minimum of 12 months should be considered eligible for positions as primary or support staff when such a function involves financial, administrative and personnel management. Presentation of a certificate, diploma or degree should be required as well as appropriate references from former day care employers.

3. Individuals who have acquired their qualifications through experience, independent inquiry or a completed program of studies in an area related to, but not specifically that of, child development should be considered competent and certified as such if their supervised performance during a three-month observation period indicates that they have, in fact, sufficient competence to be hired permanently as primary or support staff, as the case may be. Such a judgment could be made by the appropriate provincial body, on the recommendation of the director or board of the day care facility in question. Prior to, and as a condition of, such an observation period, appropriate character references should be required as well as a personal interview between the individual requesting recognition and the administrators of the day care facility.

Explanation:

In some provinces, programs of study on early childhood have been developed at university; in others, community colleges have taken the initiative and are offering similar kinds of programs. There are also provinces that have as yet no formal ones at any institution. Considering this diversity of approach, the limited accessibility of any program to a great number of potential and actual day care personnel, and the present trend toward integrated learning in all occupational categories, the Committee questions the validity and usefulness of establishing compulsory post-secondary schooling as the only legitimate pattern for acquiring competence in day care.

The need for competence and the related value of formal programs in early childhood development, at any level and at any recognized learning institution, are not in doubt: these programs can offer unique training opportunities and provide useful and needed resources to the day care field. As such, their development should be encouraged.

On the other hand, this kind of development should not preclude a multidisciplinary approach to day care — an approach as yet underdeveloped but still possible. The creation of exclusive and arbitrary opportunities for learning, recognition and advancement in this field will limit the availability of immediate and quality service to Canadian families.

GUIDELINE 29

A variety of in-service training opportunities should be developed as one means of assisting personnel to maintain, expand and update their levels of competence on the job and prepare them for advancement in the field. Such opportunities should include enrolment in correspondence, block or evening courses as well as regular contact and communication with a mobile, multidisciplinary team of consultants.

Explanation:

In rural and/or isolated areas as well as in a number of urban areas, there is already a pool of day care personnel who have the potential, interest and energy to upgrade themselves without, however, being able to do so because of a lack of available, on-the-spot training facilities or because financial and family obligations do not allow them to study full time.

In many cases, these people were the first to recognize day care needs in their community and initiate such services. A great number of children now are in their care. One of the first priorities of day care today should be to upgrade personnel now working in the field through a variety of on-the-job training opportunities. There is great scope for innovation here. At the moment there are few available in-service training opportunities offered on a formal, regular basis. University and community college extension departments as well as social agencies and provincial governments could make important advances in this area.

GUIDELINE 30

Qualifications for primary staff should be based on the current state of knowledge in the field of early childhood development and should cover the following areas of skills and competence:

- *The demonstration of a personal and professional development conducive to employment in the field of early childhood development.*
- *The demonstration of communication skills.*
- *A basis of knowledge in the field of early childhood and an ability to relate this knowledge to program development.*
- *The ability to work with parents, families, and other community resources*

- *The ability to observe and interpret child behavior and development.*
- *The ability to develop instructional materials.*
- *The ability to assist children with special needs.*
- *A basic understanding of preventive health and first aid principles.*

Explanation:

Primary staff spend more than 50 per cent of their time directly with the children. These people are sometimes referred to as "primary caregivers." They are the adults in the day care service with whom the children interact on a regular, continuing basis.

The chart¹⁰ (see inside back cover) illustrates one very interesting way that the concept of competence can be applied to primary and support staff. Different levels of competence are identified at the far right corner and the specific items related to each area are listed in separate boxes. In the *Personal and Professional Development* level of competence, for example (top right of chart) a number of specific requisites have been identified such as self-confidence, initiative, warmth, ability to relate to children, flexibility, creativity, and so on. Demonstration of competence at this level would involve an assessment of the individual's grasp of each of these specific attributes. The item would be weighted differently from community to community, reflecting priorities of social value systems. For example, in some day care services, self-confidence, good self-concept and ethical behavior might be very highly weighted, whereas in another facility the specific philosophy might call for a heavier weighting of musical ability, participation in group activities, and initiative. Depending on the particular day care facilities, some "boxes" could be deleted and others added in their places.

This kind of chart would be useful both for those who have studied or are studying about early childhood, and for those who believe they have acquired such skills and knowledge through their own efforts and want to be assessed on that basis. It could also be an effective tool for in-service training as a focus for upgrading.

The Committee would like to emphasize the importance of the ability to communicate and work with parents. It has too often been the case that day care personnel graduate from studies in early childhood believing firmly, if implicitly, that they have all the answers to child development. Parents have sometimes been made to feel like incompetent and unwelcome intruders into the day care service. Giving lip service to parent participation is not sufficient to indicate competence in this area; day care personnel must demonstrate how this participation can be initiated and maintained.

GUIDELINE 31

Competence for support staff should be based on a knowledge of early childhood development as well as demonstrated skills in whatever specialized functions such a staff has been hired to perform. The function and related skills required of such staff should be clearly defined, and reviewed on a regular basis. To illustrate:

<i>Position</i>	<i>Range of Functions</i>	<i>Required Competence</i>
Director	— Responsible for the financial and administrative operation of the service; for selecting or helping to select children and staff for liaison with	— Administrative ability. — Knowledge of early childhood development.

¹⁰ The Committee is particularly grateful to Jean McKenzie, Holland College, Charlottetown, Prince Edward Island, who developed this chart while teaching at Holland College and has made it available to us for this report

	other community resources; for initiating and interpreting policies related to parent involvement, health procedures, etc.; for supervising staff.	— Communication and organization skills.
Cook	— Responsible for planning, ordering and preparing food for children; for keeping food area clean and in good order.	— Knowledge of nutrition needs of children. — Administrative ability required for ordering food and working out a budget. — Ability to cook.

Evidence of these skills would be a recognized certificate to that effect or, for those who have acquired competence through an informal educational experience, a three-month assessment period could be initiated after which recognition would or would not be formally conferred.

Explanation:

The term *support staff* refers to personnel who spend some time directly with the children but who assume primarily administrative or other responsibilities. Support staff may include the social worker who works mainly with the children's families (consultative support staff), a person who spends most of his time cooking, a person who sees to the building maintenance (maintenance support staff), the director (administrative support staff) who does liaison work with outside community resources, handles the administrative work and supervises staff. The term *support staff* does not necessarily imply that these people are less important than or more replaceable than *primary staff*. For a day care service to operate effectively, the full collaboration of all personnel is required and underestimating the importance of one function will have an adverse effect on other aspects of the program. In the competence chart (inside back cover), one can identify, under *Administer Early Childhood Programs*, a list of items such as the preparation of budgets, interpretation of legislation and choice of facilities — abilities which in many services would be clearly related to the position of director.

The chart does not specify what skills or knowledge would be needed by such support staff as social workers attached to the facility or health consultants such as nurses or nutritionists. Required areas of competence for them could readily be added to the chart, and guidelines in Chapter Two of this statement might be useful in doing this. The Committee does not feel that it is always necessary or desirable for each day care facility to hire consultative support staff on a permanent basis. Often these persons could be attached to local health or social service units and made available to the surrounding day care services on a regular, official basis; or a network of day care services grouped at a regional or municipal level could contract for the services of such support staff who would be available to all the services, as needed. In such a case, specific job descriptions would be worked out by the group. We would like to stress the importance of using consultants on a regular, consistent and official basis.

The particular competence of the family day care provider is determined according to the functions and duties required and, in that sense, it does not differ substantially from that of other day care personnel. The family day care provider would usually be considered to be primary staff as he normally would spend more than 50 per cent of his time directly with

the children. He would therefore need to have the same competence as primary staff. At the same time, the family day care provider is also usually the cook, administrator and maintenance man and, as such, should be able to perform these related functions to whatever degree is necessary. Preparing a budget for administering a family day care service for five children is not as complex an administrative task as preparing a budget for a facility serving 100 children, and the administrative skill required would not be as great. Family day care support staff, such as supervisors and homefinders,¹¹ are essential if the care provided through a network of homes attached to a central body is to be stable, reliable and comprehensive.

The competence required of personnel in part-time or occasional day care should not be substantially different from that required of persons working in full daytime care, although the degree of skill required in some areas might not be as great. Again, local conditions, program objectives and different child-care approaches will combine to determine specific functions and skills needed. Many of the competencies will not change. For example, persons working in day care part time or full time should all have to present medical evidence attesting to their good health and absence of communicable illnesses, as this protection for the children is essential regardless of how long they are in day care.

Primary and support staff should realize that they are setting examples of behavior for children in the centre to follow. For example, to promote brushing teeth after meals, the staff should brush their own teeth when the children are brushing theirs and when the children can see them.

GUIDELINE 32

All day care services should have written personnel policies that include job outlines, hours of work, holidays, fringe benefits, salary, ongoing assessment, upgrading opportunities, and general lines of responsibility and accountability.

Explanation:

Sound personnel management can only result in strengthening the day care service by promoting short-term as well as long-range planning about personnel requirements.

The great disparity between skills and knowledge required to function in any day care job on the one hand, and the salary range offered on the other, is shocking. While we purport to value comprehensive child care services, we are obviously not prepared to pay for them. This lack of financial incentive and compensation for day care personnel is at the root of many of their problems: lack of incentive for upgrading, lack of staff continuity, lack of male staff, to mention but a few of the most obvious concerns. Money doesn't mean everything, of course. But salary does provide one indication of how much an occupation is valued in our society.

Written personnel policies will not, unfortunately, change this situation automatically. However, by ensuring extensive documentation on salary levels, working conditions, fringe benefits and so on, the disparity between competence and remuneration will be highlighted and further action and organization to reduce this discrepancy could be facilitated. The value of a network of family day care homes organized around an agency or a government department does not lie only in the fact that such a network could foster increased op-

¹¹ The range of functions and roles of family day care support staff has been documented in: Andrew Fleck Child Centre, *Family Day Care Demonstration Project — A Team Approach* (Ottawa, 1973)

opportunities for support, consultation and sharing resources, important as these advantages are. These homes would also be required to provide written personnel policies and these, in turn, would draw attention to the poor working conditions offered family day care providers. In many cases they are not even paid minimum wages. While there are important compensations (such as the possibility of looking after one's own family while caring for other children), taken over all they are very small indeed. If day care is to expand as a universally available social service in Canada, we will have to rely less on core semi-volunteer labor and more on adequately paid staff.

GUIDELINE 33

Day care facilities using volunteers should have broad guidelines for the effective integration of volunteers into the activities, routines and philosophy of the service by outlining specific responsibilities and tasks they could perform.

Explanation:

Volunteers in day care can be an asset or a liability to the service depending on the planning and expectations that occur around their contribution to the program. In theory, the value of volunteers is enormous: they provide links with the community, increase the adult/child ratio, replace permanent personnel for short periods of time during coffee breaks etc., and generally make themselves available to do whatever has to be done — at no financial cost to the facility! In practice, this potential is rarely achieved unless serious attention is given to the personal aspirations of the volunteers, their most convenient hours of availability, the tasks they are to perform and their relationship with the children and other staff. Older citizens in particular, and high school students, have made important contributions to day care as volunteers and their increasing participation will greatly benefit children.

Volunteers should be given time to get to know the day care facility and learn about the work. Day care objectives should be discussed, the daily schedules explained, the children and staff introduced and specific reading material might be suggested. There might be a short observation period before the volunteer actually takes part in the program. The volunteer should be given specific responsibilities based on the needs of the service and his personal strengths and interests.

In short, volunteers should be treated seriously if they are to be part of the day care service. Expectations should reinforce the high value placed on their contributions. To quote a one-time volunteer:

Although the volunteer is a special person, he is also part of a "volunteer staff" and, in this capacity, it must be stressed that the day care service is relying on him to be on time, to call if he cannot attend, to support the existing policy and philosophy of the service, to act responsibly with the children and to do his own job as expected. . . . Volunteers should be an asset to the service, not a liability.¹²

GUIDELINE 34

The cultural and ethnic background of the children in a day care service should be reflected by a similar proportion of staff of the same cultural and ethnic backgrounds

Explanation:

Ethnic identification has been defined in Canada as "not one's ethnic origin or even one's

¹² Susan R. Marmaroff, "Proposed Guidelines for a Volunteer Programme," July 20, 1972 (Unpublished article)

mother tongue, but one's sense of belonging to a group, and the group's collective will to exist."¹³

Considered in this context, it is clear that we have many ethnic groups in Canada and that while we have two official languages, we have many cultures.

Ethnic identification can be encouraged, tolerated or rejected by institutions and agencies in a variety of ways and for a number of reasons. The Committee concurs with our national objective of preserving ethnic identification within the Canadian context. Hiring day care personnel of the same ethnic backgrounds as the children enrolled would help reflect the positive cultural diversity represented as well as ensure that the ethnic minorities involved would be understood and appreciated. Day care services should help ethnic groups preserve and develop their own cultures and values by respecting their child-rearing approaches and making children of all ethnic groups feel comfortable and accepted.

GUIDELINE 35

The primary staff/child ratio should be calculated in such a way as to maintain: 1) the adequate physical protection and well-being of all the children; 2) the probability of strong attachments developing between individual children and staff members; and 3) the possibility of achieving specific program requirements. While these ratios will differ from facility to facility depending on the combination of factors mentioned above, the Committee recommends the following ratios¹⁴ as minimum guidelines:

Family day care:

— *Not more than five children per primary staff person, not more than two of these children being infants, and including the family day care provider's own preschool children.*

Day care centres:

— *For infants, a ratio of one primary staff person to every four children.*

— *For toddlers¹⁵ a ratio of one primary staff person to every five children.*

— *For children aged 2 1/2 to four years, a ratio of one primary staff person to every nine children.*

— *For five-year-olds, a ratio of one primary staff person to every 12 children.*

Size of children's groups:

The Committee suggests that groups of infants should never be larger than 12, and groups of toddlers never larger than 15. For children aged 2 1/2 to four years and for five-year-olds, the groups should not be larger than 18 and 24 respectively.

Explanation:

The Committee is not aware of any conclusive evidence to the effect that any one specific ratio of adults to children in a day care service is significantly better than any other ratio.

¹³ Canada. Royal Commission on Bilingualism and Biculturalism, *The Cultural Contribution of Other Ethnic Groups*. Vol. IV of Report (Ottawa: Queen's Printer, 1970) p.7.

¹⁴ The Committee did not reach a consensus on this question. The proposed ratios represent a compromise. A substantial minority of committee members felt that a higher ratio of staff to children was needed, with a small minority considering that a lower ratio would be acceptable. The majority of the committee members agreed that the proposed ratios are reasonable.

¹⁵ The term "toddler" is used here to describe children of approximately 15 to 30 months of age. These children can usually walk on their own but have a minimum sense of caution.

within certain limits. Thus, if someone disagrees with the proposed guideline of one primary staff person per four infants, and suggests one primary staff person per five infants, we would have no irrefutable grounds on which to defend our proposed ratio. In the absence of such empirical data, we have relied heavily on the experience of day care personnel and parents as well as on recommendations from professional associations involved in early childhood development.

The fact that staff salaries represent such a large chunk of the day care budget certainly helps explain in part the resistance by many of the responsible government funding bodies to a high ratio of adults to children. On the other hand, the possibility of vested professional interests cannot be totally disregarded in attempting to explain why professional associations recommend relatively high ratios. The Committee does not wish to imply that the well-being of all the children is not the primary concern of governments, professional associations and private and public day care services: it simply wishes to underline the difficulty of attempting to untangle the web of sometimes contradictory positions taken on adult/child ratios.

In proposing its ratios, the Committee has attempted to take all views into account, to review studies on this question and to consider the influence of other factors such as the quality of the physical environment and specific program objectives, all of which must be weighed in calculating ratios.

It seems clear from our studies that infants and toddlers require more individual adult attention than do older children in order to meet their physical needs (dressing, feeding, etc.) as well as their need for stimulation and learning.¹⁶ They also require a stable, constant and reliable relationship with the personnel. Handicapped children need varying degrees of additional individual adult attention, depending on their particular disability. "Normal" children also need a certain amount of individual adult attention to maximize day care learning opportunities and reinforce their feelings of trust, self-confidence and self-identity, which are crucial to their future health and well-being. In addition, there must always be sufficient staff to ensure the physical safety, protection and well-being of all children.

Finally, all children need nurturing and the possibility of developing emotional attachments to individual adults. Services where these attachments are impossible simply because too many children have access to too few adults could cancel the impact of all other aspects of their programs, since a child's emotional security cannot be separated from his physical and intellectual development.

II — PROGRAM DEVELOPMENT

The Committee distinguishes two fundamental approaches to program development in day care, each of which attempts to arrive at the same objective — the promotion of early childhood development — in a different way.

On one hand, there is the direct approach. This usually implies setting up a relatively detailed series of activities covering different dimensions of development. A daily program is posted, regulating these activities. On the other hand, there is a more indirect approach that assumes that if the number and competence of the personnel and the suitability of the

¹⁶ The Committee appreciates the contribution of Raquel Presser, Faculty of Education, University of Montreal, for comments that help in reviewing the guidelines on infant day care.

physical environment (space, equipment etc.) is regulated, a good program will be generated, meeting the children's needs in a flexible and imaginative way.

The goal of any child care program should be to provide the maximum opportunity for the child to develop his full potential. Current thinking about early childhood holds that development should be balanced, integrated and encompass all areas of growth. Intellectual, emotional, social and physical development should, therefore, be concurrent. Another widely held tenet of early childhood development is that the "how" of learning is more important than the "what." That is to say, the process of learning is more important at this stage of the child's life than the actual product of learning. Taking these factors into account, the following guidelines are proposed.

GUIDELINE 36

All programs should assist each child to achieve a strong, positive self-image, a high level of self-esteem and self-acceptance. This is the basis of sound mental health and the first step toward the achievement of the child's potential. This goal can only be reached if:

- *Staff are warm, caring, accepting and demonstrate an understanding of child development principles.*
- *The program offers many opportunities for children to interact with one another and with adults.*
- *The program offers many opportunities for choice, for the child to be responsible for himself within the limits of his capabilities. This calls for ample opportunity for free play with a wide variety of resources, free time for quietness and solitude, and sufficient opportunity for creative, expressive activities.*

Explanation:

The expression of such personality characteristics as warmth and acceptance should not be confused with a particular style of expression. It is not in any way contradictory to find a caring, warm staff member who also happens to be exuberant and spontaneous. There is some evidence to suggest that a weakness of day care services is that the children are rarely exposed to (and therefore do not learn how to cope with) strong expressions of feelings by adults. "Many staff members appear to be afraid that open expression of strong desires, in the form of anger, dependency or abandoned exuberance, would lead to behavior contagion and chaos."¹⁷ It would be a mistake to attempt to attract to day care only people with a certain personality style. The important thing is to ensure that, whatever the style, day care personnel have a strong element of caring for children, a basic liking for and empathy with them, and an ability to accept them at their present development level.

In attempting to use all the resources at their disposal to develop a good program, day care personnel should not underestimate the importance of peer group interaction in terms of its effect on what and how children learn from one another. Other countries have relied on this more deliberately and consciously perhaps, than we, in Canada, have.¹⁸ A balance of opportunities for children to interact with each other and with adults should be ensured through careful (not necessarily structured) program development.

¹⁷ Elizabeth Prescott and Elizabeth Jones, "Day Care for Children, Assets and Liabilities," *Children* (March-April, 1971), p.55

¹⁸ See Urie Bronfenbrenner and John C. Condry, *Two Worlds of Childhood: U.S. & U.S.S.R.* (New York: Russell Sage Foundation, 1970); and Ruth Sidel, *Women and Child Care in China* (New York: Hill and Wang, 1972)

GUIDELINE 37

All programs should assist the child to develop his intellectual capacities and problem-solving skills.

Explanation:

The day care program exerts a powerful force on how and what a child learns, encouraging some kinds of learning and eliminating others. The availability of certain kinds of play material and the deliberate use of it by adults conscious of its value to children, indicates that the program recognizes children's needs to explore their surroundings, solve problems and, in so doing, develop their cognitive skills. The use of games to develop language and basic mathematical skills, the provision of ample supplies of self-correcting games and puzzles, and the careful selection of books will all contribute to this process.

GUIDELINE 38

All programs should contribute to the child's physical, sensory, and motor development.

Explanation:

The opportunity for play (indoors and out) with enough resources to encourage climbing, balancing, throwing, jumping, hiding, shouting, and group games should be a part of the child's daily activities as well as special opportunities for sensory development through touch, smell, taste, hearing and sight. Infants are particularly responsive to sensory stimulation. A balance must be maintained, however, to avoid both a barrage of unending, meaningless sensations and a paucity of sensory stimulation through a child's confinement in a sterile environment for long periods.

GUIDELINE 39

All programs should supplement and support the child's home activities and seek out and initiate ongoing consultation with and support from the parents.

Explanation:

Lip service has long been paid to the idea that the child develops within a unique context of relationships and environments that should be integrated to maximize continuity and security in his early years. For a child enrolled in day care, the value of reinforcing and supplementing experiences at home can sometimes avoid serious misunderstandings between child, parent and staff. The example of a child who is expected to eat a full-course meal at home (having just completed a substantial snack at the day care facility without the parents' knowledge) shows what can easily occur if both the home and day care service function as if the other did not exist. At a deeper, and perhaps more serious level, parents and staff should discuss their expectations of the child's behavior: this would reduce the possibility of leaving the child in an ambiguous state, unable to judge what is expected of him. A balance of rest and activity can also be incorporated into both the home and day care service if there is communication between the two. If the service is used mostly by children whose parents work full time, for instance, the program should perhaps be left more relaxed and unstructured. This is because parents who are working full time outside the home often must, of necessity, schedule their time at home so as to fulfil their many commitments. In such a situation, the day care personnel and parents should discuss their routines in order to plan an integrated program for the child.

Programs for school children in noon-hour and after-four care should be carefully considered. The needs of these children could be met in a variety of ways. Program models could be developed that would include the school as the centre of service, or the family day

care home, to mention but two possible directions such a part-time day care service could take.

GUIDELINE 40

Day care facilities serving children with special physical, emotional or mental handicaps should develop specific, short-term and long-range objectives for each child according to his particular handicap, in addition to the general program objectives.

Explanation:

There is some evidence to suggest that preschool programs for children with special needs have no significant effect on the child's development unless there are specific sets of program goals.¹⁹ Again, the existence of such goals, rather than their nature, is the crucial variable.

GUIDELINE 41

The effectiveness of the program in reaching stated objectives should be assessed and documented on a regular, ongoing basis.

Explanation:

Investigations on the effectiveness of different day care programs on the subsequent cognitive, social and emotional development of children are urgently needed not only to advance knowledge on early childhood programs generally, but also to aid individual day care facilities in their attempts to respond to children as effectively as possible. Ongoing assessments would help day care personnel adjust their programs when necessary.

III — THE PHYSICAL ENVIRONMENT

Mention has already been made in Chapter One of the importance of the physical environment to the child's physical development.²⁰ Safety, predictability and practicality for the child are the main characteristics of an environment designed to respond to his physical well-being and growth. There are, however, other equally important dimensions of the physical environment that affect the service's program development, supervision, and atmosphere. "Design, from the planning of the entire facility on the one scale to the choice and arrangement of the equipment and materials on the other scale can either support or hinder the developmental approach by its influence on child and adult behavior."²¹

Most day care facilities in Canada are located in buildings designed primarily for church, school and recreation activities. Only a small minority of children and staff in day care occupy space specifically designed for their use.

Regardless of whether it is located in an old church basement or in a modern building designed especially for day care, the facility should be designed, maintained or redesigned (as the case may be) to reflect the over-all objectives of the service. If the emphasis is to be on unstructured learning and multiple play choices, then the proper environment should be created to achieve this. If the program is more structured, with a greater number of children and a more limited range of activity choices per child at any given time, this also can be

¹⁹ Robert M. Knights, "Working Paper on Day Care Standards and Exceptional Children" (Prepared for the Canadian Council on Social Development, Standards in Day Care Project, February, 1973)

²⁰ See in particular Guidelines 22 and 24

²¹ Anne-Marie Pollowy, "Child Care Services: Considerations for Planning the Physical Environment" (Report prepared for the Canadian Council on Social Development, February, 1973), p. 3

supported by careful planning. Communities and day care staff conscious of the potential of thoughtfully arranged space, equipment, color, light, texture, and furniture, can transform even the dulllest, most sterile space into a comfortable and pleasant environment for children.

GUIDELINE 42

The location of the day care facility should be determined primarily by the following:

- *The site should be easily accessible to a network of community services and activities.*
- *It should be located in a quiet zone within a convenient distance of the children's homes or the parents' places of work.*
- *Safe transportation for the children should be easily accessible.*
- *The site should be part of a coordinated community plan and preferably near such natural surroundings as plants, water, and trees.*

Explanation:

Day care is a service to children and their families and should therefore be geared to their needs. Its location is crucial, especially for parents who must bring the children to, and take them home from the service before and after their regular hours of work. The promotion of community-based day care services with a high degree of parent participation will be facilitated if the location of these services is carefully selected. Also, community-based day care could service not only children enrolled full time but also their older brothers and sisters who need part-time care during lunch hours and after school until the parents come home from work. In rapidly changing communities, the possibility of specially-designed mobile day care units should be investigated. These units would be particularly useful to a) service outlying areas on a temporary basis; and b) provide special program enrichment to services operating on a minimal basis.

GUIDELINE 43

The day care facility should include four distinct areas, the size, location and design of which would be determined by program objectives, number of children and adults involved, and climatic variables. These are:

- *The basic activity area.*
- *The outdoor activity area.*
- *The ancillary service area.*
- *The administrative area.*

Explanation:

The physical environment to which day care children are exposed should, to be adequate, provide the necessary space for activities and experiences that promote their total well-being.

The basic activity area should include a large indoor space and the necessary material for group activities and large muscle play to occur regularly (especially when the weather is severe). The room could also be used for parent and community meetings, special occasions, etc. The basic activity area should also include a number of smaller properly equipped spaces where a variety of activities can take place simultaneously. These spaces should be subdivided according to interest areas such as arts and crafts, housekeeping, and music; they could be partitioned in a flexible way with the help of moveable dividers such as bookshelves.

The outdoor activity area should be sufficiently large and well equipped to allow children to play actively and take part in group activities; it should wherever possible give the children the opportunity to explore, learn from and become familiar with nature.

The ancillary service area refers to spaces that support the general activity areas. These include a quiet space (enclosed though not necessarily separate), a resting area, and a bathroom and dressing area. The food preparation and serving space and equipment is also included in the ancillary service area.

The administrative area required depends on the size and type of day care service. A family day care home will not usually require a specific administrative area. However, for full-time and even part-time care in a day care centre, some space has to be allocated for a staff lounge and an area where a secretary can work, take phone calls and file documents. An area is also needed in which health care can be given according to the policies of the service. If the facility provides a physical examination for all children on admission and regular check-ups thereafter, appropriate space will have to be reserved for this purpose.

The specific dimensions of each of these four areas will differ from one facility to another. However, in terms of over-all available space per child, we would like to reiterate the minimums proposed in Chapter One, Guideline 22: there should be 35 square feet per child of usable indoor space, with 50 square feet per infant. For outdoor space, there should be a minimum of 75 square feet per child.

GUIDELINE 44

Planning the physical environment requires attention not only to quantity and quality of space but also to such variables as color, light, acoustics, climate control and interior surfaces.

Explanation:

The nature of the physical environment influences the quality and quantity of experiences children are exposed to and the kind of behavior they are likely to display. If the level of activity noise is high for long periods of time, it will have a tiring and stimulating effect on the children and staff. If the walls, floors and ceilings have different textures and colors, pleasing experiences can be facilitated.

GUIDELINE 45

Newly constructed day care facilities, or those about to be constructed, should include necessary aids for handicapped children (e.g. handrails, wide doors, etc.); these are especially important for children in wheelchairs.

Explanation:

Structuring the day care environment to facilitate use by all kinds of children is just one more illustration of how the physical environment can reinforce the objectives of day care.

Chapter Three:

Guidelines for the Administration and Legislation of Day Care Services

The best day care plans can only be fulfilled to the extent that effective mobilization and coordination of resources is achieved and maintained by the particular day care unit as well as at the broader municipal, provincial and federal levels.

Good administration facilitates the gradual and systematic achievement of the desired objectives of the day care service. How a day care service is organized, staffed, financed, motivated and managed will largely determine its ultimate effectiveness. The formation and execution of policies designed to involve people and help them work as a team in achieving the aims of the day care service is a major administrative challenge.

Administrative incompetence can jeopardize the impact of the service on children and their families; similarly, comprehensive administrative arrangements will be invaluable in maintaining optimum satisfaction for all concerned.

The objective of day care legislation is to regulate minimum standards of service, thereby affording basic protection to children in day care and their families. Legislation will often give direction to the administration of day care services. Sometimes it will specify the composition of the governing board, and at other times outline personnel qualifications, to give just two examples.

The provincial governments are constitutionally responsible for regulating day care minimum standards, through the legislative process. It is also their responsibility to integrate day care within the broader framework of child and family services, to provide information and consultation resources to parents and day care personnel, to develop day care training programs, and to initiate cost-sharing agreements with the federal government for the subsidization of certain families using these services.

In some provinces, municipal governments also play a pivotal role in the development of day care. They are often asked to assist provincial governments financially by assuming a percentage of day care costs. In many instances municipalities control zoning, fire, building safety and health bylaws.

The federal government's role in developing day care services has been one of information, research, funding and consultation. The National Day Care Information Centre²² is the first major federal commitment to information, research and consultation. The main vehicle used by the federal government to meet its financial commitment to day care is the cost-sharing Canada Assistance Plan, administered by Health and Welfare Canada.

²² National Day Care Information Centre, Health and Welfare Canada, General Purpose Building, Tunney's Pasture, Ottawa K1A 1B5.

In attempting to assess the value of administrative structures and legislative requirements, only one question needs to be asked about any particular point: does it facilitate the development of good, safe, day care services to families who need them? If the answer is no, then the item is irrelevant at best and obstructionist at worst. Even the most responsive administration and the most comprehensive legislation should be systematically reviewed so that they continue to reflect the changing role of day care and the influence of other values in society.

GUIDELINE 46

Day care centres and family day care services should be licensed by the province to operate for a specific, renewable period of time.

Explanation:

It would be a service to parents and communities alike if provincial governments required all day care services to be licensed, regardless of whether they are subsidized. Day care children who are not in subsidized services have as much right to protection through government regulation as those who are.

Licences should not be issued for longer than 12 months, since staff and program changes will have occurred during that time and the licensing authorities should be aware of how these developments affect the over-all quality of the service.

Licensing all day care services is also a prerequisite for the equitable and comprehensive planning of day care services in the province, since the listing of all recognized facilities, combined with other data, will reveal areas of need and gaps of service.

GUIDELINE 47

The provincial licensing unit should be advised by a citizens' board, the functions of which would include reviewing licensing policies, innovative and special licensing requests, and recommending legislation on day care standards.

Explanation:

If day care is to develop as an integral component of a community social service network, and if it is to avoid the pitfalls of so many professional associations and social service agencies, it must develop administrative structures that correspond to its stated policy goals. If community values and child-rearing patterns are to be respected, members of the community must participate in the decision-making process at the highest levels. Professionals are also citizens and their voice must be heard on the citizens' policy board; parents, business and labor representatives, health workers, politicians and civil servants should be members of such a committee.

Experimental services searching for new forms and models of day care should be both encouraged and controlled by the administrative and legislative framework. One of the tasks of the citizens' policy board would be to review innovations in such a way as to protect children from exploitation while ensuring that new, imaginative and successful approaches to day care are subsequently recognized legislatively.

GUIDELINE 48

A specifically designated position should be established within the licensing unit for a person responsible for reviewing and recommending applications for family day care licensing.

Explanation:

The organizing and regulating of family day care homes is still at the formative stage. Governments and agencies are only now seriously exploring the viability of this kind of day care as a supplement or alternative to day care centres. Many questions remain unanswered: What is a suitable family day care home? What kind of person should a family day care provider be? What kind of physical environment should be encouraged? How should fees and salaries be calculated? The right person within a licensing unit could slowly and systematically acquire a great deal of helpful experience in answering these questions without, in the meantime, stifling the expansion of family day care by applying criteria designed for day care centres and not necessarily relevant to family day care. The "right" person is one who can work and make decisions based on limited information, be available as a consultant to new family day care providers and initiate contacts among them in an attempt to pool resources, ideas, and plan for the future development. Appropriate regulatory standards for family day care would gradually emerge as a result of these initiatives.

GUIDELINE 49

Procedures for issuing day care licences, revoking or renewing them should be clearly established, as should appropriate appeal procedures.

Explanation:

The discretionary power of the licensing unit should be circumscribed by specific licensing procedures and information on them should be available to anyone on request. These procedures would describe how people involved in day care could meet legislative requirements or file official complaints about the way in which they are administered or interpreted. When it comes to acquiring and keeping a day care licence, guesswork, intuition and luck are poor second choices to good planning on the basis of adequate information.

GUIDELINE 50

Each province's legislation on day care should be covered by a consolidated day care act. This legislation and attendant regulations should be regularly reviewed and updated every two years.

Explanation:

Very few provinces have day care regulations provided for in a separate piece of legislation. Most rely on sections of related acts and regulations. In one province, for example, licensing a day care centre comes under the Welfare Homes Act, the Electrical Protection Act, the Gas Protection Act, the Public Health Act and the Child Protection Act.²³ Each piece of legislation is administered separately by the department responsible for enforcing it. The complexity of meeting regulations under such conditions is discouraging and time-consuming for people wishing to develop day care services.

A fragmented approach to day care, lacking leadership in enriching and planning the service, almost invariably results when several acts of legislation regulate day care. A comprehensive statute including relevant regulations and guidelines and requiring a single administrative unit for enforcement would greatly facilitate the whole process of informing people, planning, implementing regulations and licensing.

²³ From Norma Matheson, "A Working Paper on Administration Standards and Day Care Services" (prepared for the Canadian Council on Social Development, February, 1973).

GUIDELINE 51

Provincial day care legislation should be administered by whatever department is most likely to be able to meet over-all day care objectives and prerequisites for service.

Explanation:

There has been a great deal of discussion as to whether the provincial responsibility for day care services should be placed with the department of social services, health, welfare, human resources or education. This is not an academic question. It is discussed by those who recognize the importance and influence of various types of administrative structures on the development of a particular service. Day care has health, education and welfare components to it and, as such, it could logically be administered by any one of the corresponding departments.

The following characteristics, based on over-all day care objectives, should be present in whatever department day care comes under:

- *A responsibility for coordinating a broad range of child and family services.*
- *A commitment to parent participation and a multidisciplinary approach to learning and development.*
- *The availability of staff competent to work in the area of children and family services.*
- *A commitment to community input at the neighborhood level.*
- *Budget priorities that include early childhood development.*

In most provinces, it would appear that the department of social services or its equivalent has most of these characteristics. In saying that one identifiable department should have the over-all mandate for developing day care services, we are not suggesting that programs and facilities in other departments be ignored if they have a bearing on day care. Quite the contrary: maximum coordination among departments will produce the most effective, comprehensive approach to day care services.

GUIDELINE 52

Provincial departments responsible for day care should deploy sufficient staff and resources to administer the legislation and implement standards.

Explanation:

The fact that a particular province has developed comprehensive day care legislation and specific standards to regulate the service does not guarantee that children in that province are actually benefiting from the protection of government supervision. Anything can look good on paper. The question is: Are the standards implemented? Unless there are sufficient resources and effective procedures for ensuring this the government has failed in its commitment to children using day care services.

GUIDELINE 53

All day care services should develop policy-administration manuals that state the procedures by which their program actualizes the policies and practices related to its administration. In family day care homes, the same kind of information could be communicated verbally rather than in writing.

Explanation:

The administration of a day care centre is complex; it requires specific skills and competence. It would be particularly useful for day care administrators with little if any background in bookkeeping, accounting and management to include an experienced ad-

ministrator among consultants available to the day care service. An operating manual would help to clarify specific administrative tasks that require expertise and consultation. The policy-administration manual would include procedures related to personnel and payroll management, purchasing and distributing services, budget development, record maintenance and fee-setting policies.

GUIDELINE 54

Specific, community-based support services should be developed to strengthen existing private neighborhood day care arrangements.

Explanation:

The Committee recognizes that it would be short-sighted indeed to ignore in this statement the vast, already existing network of day care services usually provided at the neighborhood level through private, informal arrangements between parents and caregivers. As these private arrangements are neither agency supervised nor licensed by government, they are not included in our definition of *family day care*.

Professionals have usually, if somewhat arbitrarily, assumed that these arrangements are somehow intrinsically less stable and developmentally oriented than are other, more formal kinds of day care. Consequently, such informal arrangements have not been offered any of the support services that might have strengthened and enriched their contribution to child care, while reducing the strains and difficulties to which they are inevitably exposed.

The vast majority of children now using day care services are not enrolled in centres or supervised family care: they are in private day care arrangements.²⁴ The Committee regrets the lack of attention and support these caregivers, children and parents have received. We suggest that it is unwise and limiting to continue to ignore these people. A community development approach to this kind of care would perhaps be more successful than a legalistic, bureaucratic approach in attempting to strengthen this community service. The creation of neighborhood resource centres, the availability of community social service consultants and the informal organization of these caregivers and parents would increase the informal kinds of child care in the community and the likelihood of this service becoming a viable, stable alternative to other forms of child care.

²⁴ Canada, Department of National Health and Welfare, *Canadian Day Care Survey* (Ottawa, 1972), p.6

Chapter Four:

Conclusions

The physical and social settings in which a human being lives encourage certain kinds of activities and behavior patterns, precluding others. Most adults can change their environments if they feel strongly enough that the physical and social settings to which they are regularly exposed generate more personal frustrations than satisfactions. This is why rural people move to the cities and vice versa; why men and women change their habits and attitudes; why couples divorce; why friends often get together.

On the other hand, children do not have this kind of mobility, since they lack personal resources and are restricted in their freedom of movement. They are victims of their environments in ways that older people are not, since adults have at least some liberty of action in choosing and changing their milieus.

Children rely on adults to circumscribe the kinds of physical and social settings to which they are exposed during their early years. Until very recently, the home was the focus around which the child explored his world: he played in the back yard or on the sidewalk alone, or with friends who lived next door or nearby; he met his parents' friends, when they visited, as well as other adults such as the paperboy, the milkman and neighbors. The physical and social setting in which he grew up revolved around the home. This was considered to be a good environment for children to grow and learn in; in most cases, it was also the only available environment.

Now, however, a growing number of parents are involved with activities and occupations that take them outside the home during the day; consequently their children, who need adult care, cannot stay home during the day. Alternatives have to be created. Until recently, parents usually made private arrangements with neighbors, friends or relatives to take care of their children during the day. But another choice also developed: the day care centre. There are very few children attending day care centres in comparison to those cared for under private arrangements. However, while the centre is still a day care alternative available to only a minority of parents and children, its growth has doubled in the past five years. Family day care is also being developed as an organized, subsidized community-based alternative to private, informal neighborhood arrangements.

The guidelines in this paper concentrate on the desirable characteristics of the physical and social settings within which these relatively new child care arrangements are emerging. It is hoped that the guidelines will be of some value to parents and personnel directly involved in day care as well as to those in government responsible for regulating the development of these services.

It would be a mistake, however, to rely on the legislative process alone (i.e. standards and licensing) as the ultimate determinant of good day care. While legislation can, to some extent, control the physical environment by specifying such things as square footage

minimums, and while it does influence the social environment through personnel training requirements and so on, certain essential components of good day care simply cannot be legislated. For example, one of the fundamental prerequisites for successful family day care is that the family day care provider and the child's parents like one another. Compatibility cannot be effectively legislated. Yet, without it, family day care is of limited value. Even if the family day care provider looks after the child in a clean, safe, stimulating physical environment, and even if she has taken courses in early childhood development, the day care arrangement will not be satisfactory unless the child's parents and the family day care provider like, respect, and communicate with one another.

On the other hand, legislation can set the stage, as it were, for the mixture of activities, learning opportunities, and socializing that constitute the fundamental value and quality of any day care service.

Because it realizes the complexity of regulating the quality of day care services, the Committee concludes that the task of monitoring a specific day care facility in terms of its suitability to a particular child should be a joint responsibility of the government day care licensing unit and the child's parents. The government can inspect the facility and issue a licence if it meets certain basic standards. The parents can observe the child in care, meet with the personnel and judge whether or not the child is happy and learning. The government can only go so far in controlling day care. Without parent interest and monitoring, government control is, and always will be, insufficient and impersonal.

At the broader policy level of finding alternatives to child rearing in the home, strong, representative provincial day care associations are needed. If day care personnel, parents, government officials, community workers and interested citizens combine forces and experience, they could provide the kind of leadership, initiative and experimentation that is critically needed today in the day care field. There is much to be done. Funding patterns are not usually adequate or comprehensive enough now. More imagination and experimentation has to be initiated and supported by day care funding bodies: too often day care personnel and parents are limited in the kinds of services they can develop to meet changing needs because of the lack of financial flexibility imposed on them by funding bodies. A more integrated approach to day care has to be worked out among government departments and professions involved with and responsible for children and family services. Integration is also needed at the level of community resources and structures to which day care services should have access. There is much to be said for involving parents and practitioners in increasing knowledge about early childhood development. The systematic acquisition and recording of information at all levels of early childhood programs could then serve as the basis for new insights and findings that will ultimately increase our receptiveness to the services children and families need.

Strong provincial day care associations could spearhead such efforts. In terms of advising governments and decision-makers, they could, if properly constituted, represent a force to be reckoned with.

Day care for children is an expensive service. It would be naive in the extreme to ignore the relationship between quantity and quality of service on the one hand, and cost on the other. The extent of government financial commitment to day care will be determined by the political process, since social policy priorities are formulated at the provincial and federal levels.

Even within the present system of priorities, however, a number of feasible administrative and taxation reforms are not always implemented. For instance, it would be a relatively inexpensive administrative policy change to subsidize day care facilities on the basis of enrolment rather than attendance, recognizing that operation costs do not decrease even if attendance fluctuates.

Similarly, the tax deduction of \$500 per year per child allowed working mothers for child care²⁵ is grossly insufficient when one considers that the actual cost of full daytime care per child varies between \$1,000 and \$2,000 a year. "Child care expenses are obviously not regarded by legislators as a legitimate cost incurred in the earning of income by mothers, whereas we have long ago accepted the principle that self-employed people are able to deduct all expenses incurred in their earning of income."²⁶

²⁵ Effective January 1, 1972, the Canadian Income Tax Act was amended to provide a deduction for child care expenses.

²⁶ Mrs. M.C.B. Holz, "A Brief to the Canadian Council on Social Development with Respect to the Establishment of National Standards for Day Care Services in Canada" (April, 1973).

Appendix

Information Helpful in Assessing a Child's Over-all Health

GUIDE	HEALTH PROBLEM	ASSESSOR
1) Height, Weight Head Circumference (1st year of life)	Overnutrition Undernutrition Growth Problems Proper Head Growth	Day Care Personnel Nurse Physician
2) Physical Evaluation	Minimal Cerebral Palsy Minimal Brain Damage Undetected Heart Disease Congenital Defects Eye Defects, Chronic Ear Disease Hernias, Rickets, Other	Physician Nurse Practitioners
3) Denver Development Screening Test (note: this is only a screening test, not a labelling test)	Mental Retardation Minimal Brain Defects Hearing Loss Perceptual Handicaps Visual Problems Full Motor, Gross Motor Mal-development Behavior Problems Other	<i>Trained</i> Day Care Personnel <i>Trained</i> Nurse <i>Trained</i> Physician
4) Vision, Hearing Screen	Visual Defects Hearing Loss	<i>Trained</i> Day Care Personnel Physician Public Health Nurse
5) Speech and Communication Assessment (Denver Articulation Screening Evaluation)	Communication Problems Suspected Hearing Loss Speech Delay Articulation Problems Mental Retardation	<i>Trained</i> Day Care Personnel Nurse Public Health Nurse Physician

GUIDE	HEALTH PROBLEM	ASSESSOR
6) Hemoglobin	Anemia Undernutrition Iron Deficiency	Laboratory Test (interpretation) Physician
7) Urinalysis	Unsuspected Urine In- fection Diabetes Other Diseases	Laboratory Test (interpretation) Physician Registered Nurse Public Health Nurse
8) Immunization Status Assessment	Protection against Communicable Disease	Anyone who can review past records
9) Tuberculin Testing	Active Tuberculosis Early Inactive TB	Public Health Nurse Registered Nurse Physician
10) Teachers' Health Observation	Many of above Behavior Problems Emotional Problems	<i>Trained</i> Day Care Personnel
11) Dental Assessment	Dental Cavities Saving Primary Teeth	Dental Hygienist Dentist <i>Trained</i> Day Care Personnel

